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ABSTRACT

This study explores two central problems confronting state and local government in Alaska: the accelerating needs for professional manpower in the public service and the increasing severity of unemployment among the native population. Although the causes are not the same, there may be a common solution. Better recruiting and selection criteria, combined with a restructuring of jobs to increase the ratio of subprofessionals to professionals, could reduce personnel shortages and provide jobs with on-the-job training for some of the 60-70 percent of Alaskan natives who are unemployed. (BH)

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An Examination of  
Professional  
Manpower Shortages  
in State and Local  
Government

# MANPOWER NEEDS IN ALASKA

By  
Judith Kleinfeld  
and  
Thomas A. Morehouse

Institute of 1970  
Social  
Economic and  
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Fairbanks Alaska



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## PREFACE

This study explores two central problems confronting state and local government in Alaska: the accelerating needs for professional manpower in the public service and the increasing severity of unemployment among the Alaska Native population. These problems are in many ways quite separate issues. Professionals are in short supply in state and local governments throughout the country, and rising population together with the burgeoning problems of the cities are sharply increasing the demand for highly trained government manpower. Among Alaska Natives, the labor market is statewide. However, although the potential supply of labor is high, actual demand is low as many Alaska Natives lack the qualifications generally required for state and local government positions.

While the two problems are characterized by quite different labor market conditions, effective solutions to both may lie in common approaches. First, Alaska state and local government could increase its supply of both professionals and Alaska Native employees by more aggressive recruiting and the establishment of better selection criteria. Secondly, Alaska state and local government could more efficiently use the public service manpower supply that is available by restructuring government positions in order to decrease the number of professional positions and increase the number of subprofessional positions. Many of the new subprofessional positions could then be filled by Alaska Natives through an on-the-job training approach that combines public service employment with community college level education.

Both the problems of professional manpower shortages in the public service and Alaska Native unemployment are becoming increasingly severe. Rising population in Alaska and increased demand for higher levels of government services stimulated by oil development and revenues are aggravating severe manpower shortages in critical service areas such as health, social welfare, and sanitation. While precise information is not available, labor force estimates raise the possibility that unemployment among Alaska Natives is increasing. Not only is the growing population of young Natives entering the labor market, but also the absolute number of employed Natives may have declined over the last few years. Attacking these two problems with rational, adequately funded programs can be postponed longer only at the risk of great social and political costs.

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## ADDITIONAL APPENDICES

A large body of tabular information collected during the course of this study is listed below but is not appended to this report. Persons desiring copies of this information may request the same from ISEGR. There will be a minimum charge (5 cents a page) to cover reproduction and mailing costs.

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## CHAPTER I.

### INTRODUCTION

Alaska's new public wealth will vastly increase the potential power of state and local government to improve the quality of life in Alaska. Oil revenues have aroused tantalizing hopes of government programs that will remedy such plagues as poor health, inadequate sanitation, and severe unemployment and create in Alaska the optimum conditions for individual development.

This vision of a northern Eden, however, may be only a mirage. Alaska state and local governments may lack both the quantity and quality of personnel required to transform potential power into effective policies and programs. At present levels of government service, let alone higher levels of service, Alaska appears to be suffering from severe shortages of governmental personnel in certain occupational areas. More critical, those occupational areas where manpower shortages are presently most severe tend to be those occupational areas where social priorities demand future expansion. If present personnel practices continue, a scarcity of manpower, not of money, may dash the high expectations raised by oil revenues.

The problem is not only that insufficient governmental personnel may limit the effectiveness of anticipated governmental programs, that social programs may not accomplish what they should. It is also that poor administration of new and expanded programs by inadequate governmental personnel may cause damage, that the programs may make matters worse.

This study explores two questions:

1. In what occupational areas are present and anticipated manpower needs of Alaska state and local government most severe?
2. While meeting its manpower needs, how can Alaska state and local government also reduce the severe unemployment of Alaska Natives?

This report consists of three major sections. The first section seeks to determine in which occupational areas manpower shortages in state and local government occur.<sup>1</sup> The second section discusses the severe unemployment of Alaska Natives and the extent to which Alaska state and local government presently employs Native personnel. The third section suggests possible remedial strategies.<sup>2</sup>

### Methodology

The data on which this study is based derive from different types of sources--questionnaires, interviews, records of state manpower centers--in order to reduce the likelihood of consistent error re-

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<sup>1</sup>Manpower shortages in the area of education are not examined because this area presents special types of problems and requires an independent study.

<sup>2</sup>Extensive appendices, intended to make available detailed information concerning demand for public service occupations, which might be useful to, among others, government officials and educators, may be ordered separately from ISEGR. A list of these is in the Table of Contents. The information in these appendices is reproduced as received from state and local government personnel. For some purposes, it may be useful to convert these occupations into a standard coding such as in the *Dictionary of Occupational Titles*. In planning a training program, for example, it is often desirable to know the number of persons employed in specific occupations and the present and future need for these personnel. Such data are often unavailable.

sulting from over-reliance upon one type of information. The major research instrument consisted of a questionnaire (see Appendix) that requested Alaska local governments and state agencies to judge for each of their occupational positions: (1) present need, (2) future need-within five-years, (3) difficulty of recruitment, and (4) difficulty of recruitment within Alaska. This questionnaire also solicited opinion on the causes of manpower shortages and possible remedial strategies.

Questionnaires were sent to every state agency and to all cities and boroughs in Alaska having a population of at least 1,500 persons.<sup>3</sup> The response rate of the local governments was 81 per cent, unusually high for this type of survey. The excessive cost of contacting nonresponding local governments, scattered throughout Alaska, prohibited their coverage by other means. Comparison of responding and nonresponding local governments suggests no obvious regional or size difference that would bias the results. It is possible, however, that nonresponding local governments did not respond precisely because personnel could not be spared to complete a questionnaire. If so, the present study very likely underestimates personnel needs of local government.

The response of Alaska state agencies was only 60 per cent. The nonresponse of 40 per cent results in a serious limitation of this study. Different agencies employ special types of personnel, so the unique personnel requirements of nonresponding state agencies are not represented.

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<sup>3</sup> Smaller localities employ too few people to influence markedly the estimation of public service manpower needs. Bethel, for example, illustrates the lower range. It has a population of about 2,000 and employs about nine persons.

As in the case of nonresponding local governments, it is possible that the nonresponse, in itself, indicates severe manpower shortages. To partially overcome this limitation, an experienced state personnel officer judged occupational shortages in all state agencies from current recruitment lists. However, an agency might not be currently recruiting for an occupation in short supply.

Questionnaires soliciting personal opinion have obvious problems of validity. The questionnaires may have been carelessly completed, answered by persons who are not in a position to evaluate personnel needs, or interpreted differently by different persons. In order to evaluate the validity of the questionnaire data, three different types of data sources providing estimates of occupational shortages were compared: the questionnaire responses of state agencies and local government, an interview with a highly experienced state government personnel officer, and the records of persistent job vacancies at state manpower centers. The consistency of those occupational shortage areas that appear when different types of sources subject to different types of error are used leads to a fairly high degree of confidence in the findings.

In order to explore the causes of manpower shortages, the questionnaires were supplemented with extensive interviews with governmental personnel, university personnel, and professionals employed by private concerns. In addition, a questionnaire survey was conducted to examine the attitudes of University of Alaska students in occupational shortage areas toward the attractiveness of future employment in Alaska state and local government.

## CHAPTER II.

### SUMMARY OF MAJOR FINDINGS AND RECOMMENDATIONS

#### Findings

##### Community Service Manpower Requirements

State and local governments in Alaska are suffering from severe manpower shortages in the areas of health, social welfare, sanitation, planning, law enforcement, engineering, data processing, and secretarial services. Manpower shortages in these areas tend to be especially severe in Juneau and in rural areas of the state.

These present manpower shortages are likely to become more severe in the future due to an expanding population, the skill drain of the oil industry and related development, and the rapidly increasing demands for higher levels of government service in present manpower shortage areas.

##### Alaska Native Unemployment

Despite rhetoric and programs designed to increase Alaska Native hire, it is possible that unemployment among Alaska Natives has actually risen over the last few years. In March 1966, Alaska Native unemployment was estimated at 50 to 60 per cent. From currently available statistics a better estimate in March 1969 would be between 60 and 70 per cent.

This increase in unemployment is due not only to the swelling of the available labor force by young workers. More shocking, it also

appears to be due to a decline in the total number of Alaska Natives who are employed.

Between 8,000 and 12,000 jobs are needed for full employment of the Alaska Native population. Assuming no major migrations, about 2,000 jobs are needed in each of the five major regions of Alaska.

#### Recommendations

Two general approaches may reduce the scarcity of professional manpower in Alaska state and local government while increasing the number of Alaska Native employees. The first is to increase Alaska's supply of public service manpower through: (1) more aggressive recruitment procedures, (2) salary raises and other incentives, (3) selection criteria reforms, and (4) establishment of educational programs.

The second strategy is to make more efficient use of the public service manpower supply already available through: (1) restructuring government positions to reduce the requirements for professionals with advanced educational training and to increase the requirements for subprofessionals with community college level training, and (2) sharing scarce personnel between Alaska governments and the University of Alaska.

In critical manpower shortage areas where social priorities demand expanded public service personnel, it is essential to study the specific causes of occupational shortages through the appropriate professional organizations and to establish plans to obtain the necessary manpower.

## Increasing the Public Service Manpower Supply in Alaska

Recruitment. A more aggressive recruitment program should be established that includes active recruiting of college students, more attractive recruitment literature, comprehensive examinations similar to the Federal Service Entrance Examination, and streamlined application and appointment procedures.

Salaries. Alaska government salary scales should be made competitive with private industry, especially in the neglected upper level positions. Salary-setting processes should be studied in order to develop processes more responsive to changes in Alaska's volatile labor market.

Selection Criteria. Selection criteria for state government positions should be studied with a view to modifying inappropriately high minimum education and experience requirements, establishing more flexible selection standards, and eliminating preference for Alaska residents in professional positions.

Education. Community college programs leading to an Associate of Arts degree in public service occupational clusters should be established in Juneau and in Anchorage along the lines of California's successful program.

In-service training for state and local government employees should be greatly expanded. Not only should employees of all governments and agencies be reimbursed for job-related training, but such training should lead to increased promotability.

Alaska state government should establish public service scholarships for superior students desiring to enter public service occupations in short supply. Scholarship terms should combine generous financial aid with the understanding that recipients will offer their services to Alaska government for a specified period.

Local governments and state agencies should transmit present and anticipated manpower needs to the State Manpower Training Advisory Council, which determines training priorities.

#### More Efficient Use of Alaska's Public Service Manpower Supply

Restructuring Government Positions. The Alaska state and local government occupational structure should be restructured in order to increase the number of subprofessional positions, especially in rural areas.

Alaska state government should develop a public service employment program for Alaska Natives and other minorities based on the successful New Careers model which combines a subprofessional job with community college level on-the-job training.

Intergovernmental Personnel Sharing. Alaska state government should establish intergovernmental personnel exchange programs that enable the sharing of talent by different local governments, state agencies, and the University of Alaska.

### CHAPTER III.

#### OCCUPATIONAL SHORTAGES IN ALASKA

##### STATE AND LOCAL GOVERNMENT

State and local government is the fastest growing employer in Alaska. During the 1960-68 period, state government employment increased by 115.4 per cent, while local government employment increased by 106.2 per cent.<sup>1</sup>

Such trends should accelerate.<sup>2</sup> The oil industry and related developments are causing tremendous population growth. Indeed, Alaska's population may double over the next 15 years.<sup>3</sup> While intensifying the need for government manpower, the oil industry is at the same time draining Alaska's supply of skilled manpower in a number of areas. Thus, Alaska will need a larger supply of manpower merely to maintain present levels of government service. Yet, oil revenues are stimulating ambitious programs to provide expanded levels of service--better sanitation, more adequate medical care, social services, increased law enforcement--that will require substantial increase of government personnel.

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<sup>1</sup> *Alaska Workforce Estimates by Major Industry Divisions, 1960-1968.* Statistics compiled by the Alaska Department of Labor, Research and Analysis Section.

<sup>2</sup> Economies of scale in government manpower may develop, but are more likely to occur in "staff" rather than "line" positions. A doubled population, for example, may not necessitate a doubling of administrators, but may require a doubling of nurses, firemen, policemen, etc.

<sup>3</sup> U.S. Department of the Interior Low and High Estimates of Alaska Population by Regions: 1970-2000. In George W. Rogers, "The Cross Cultural Economic Situation in the North," paper presented at the Conference on Cross-Cultural Education in the North, Montreal, August 1969.

This study identifies occupational shortage areas in Alaska state and local government. Severe manpower shortages appear in the areas of (1) health, (2) welfare, (3) sanitation, (4) planning, (5) law enforcement, (6) engineering, (7) data processing, and (8) secretarial services. Shortages appear to be most severe in the state capital and in rural Alaska, which are also the areas of major anticipated personnel needs (see Tables 1 and 2).

The researcher cautioned that the data on which the following discussion is based may underestimate Alaska state and local government manpower needs. First, as previously mentioned, nonresponse to questionnaires may indicate personnel shortages. Second, many state and local government occupations are not recruited through state manpower offices and may not appear on their lists of positions vacant after 30 days. Third, turnover and hire data obtained from the state payroll tape may contain recording errors that appear to be in the direction of understatement. In the position of statistician, for example, the records indicate that three persons left state service, while the staff knew personally of five persons who had left.

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<sup>4</sup>The discussion of manpower needs is based on the set of tables that appear in Appendix C and summary Table 1 at the end of this section. In this appendix present questionnaire returns concerning distribution of recruitment and the present and future manpower needs of occupational agencies and in local governments (by region). Table 4 presents interview data on shortage public service occupations. Table 5 presents turnover rates of state government occupations in 1968 and the number of hires by occupation in that year. Table 6 lists those occupational positions employed by state and local government which could not be filled after 30 days of recruiting in 1968-69 through the state personnel center.

### Health

Improved health services, especially for Alaska Natives in rural areas, is becoming a high priority social goal. The prevention and treatment of mental disorders, a serious problem in a period of cultural transition, is widely recognized as an especially pressing need.

Yet, at present levels of service, Alaska is suffering severe shortages of many types of health personnel, especially in rural areas, and shortages are most severe in the mental health specialties.

Almost every nursing position, Practical Nurse, Nursing Aide I-II, Public Health Nurse I, III, IV, Psychiatric Nursing Supervisor I-II, etc., appears in the state manpower list of persistent occupational vacancies. An average of five openings for Practical Nurse, for example, remained unfilled each month; in some months eighteen positions were unfilled.

Mental health positions such as Psychiatrist, Child Psychiatrist, Clinical Psychiatrist and Psychiatric Nursing Supervisor are consistently listed by the State Department of Health and Welfare as occupations very difficult to fill and of pressing present and future need.

Turnover in nursing positions in state government is extremely high. For example, in the position of Practical Nurse, turnover during 1968 was 64 per cent; for the position of Nursing Aide, 74 per cent; and for the position of Nurse I, 48 per cent.

Nurses are listed by local governments as an especially severe personnel need.

Persistent job vacancies for nurses and other health positions most often appear in small or isolated communities such as Valdez, Kotzebue, McGrath, and Dillingham.

### Social Welfare

Expanding the level of social services, again especially for Alaska Natives in rural areas, is another high priority social goal. Yet social workers, especially in rural areas, comprise a consistent shortage

occupation. The shortage of social workers with a medical or a psychological background is especially severe.

Persistent vacancies occurred during 1969 for such occupations as Child Welfare Worker, District Welfare Worker, Case Work Supervisor, Social Workers II, III, and IV, and Medical Social Worker Consultant.

Turnover in state government among social workers is extremely high. For the position of Public Welfare Worker I, for example, turnover was 70 per cent during 1968; for Child Welfare Worker, turnover was 40 per cent.

Such positions as Psychiatric Social Worker I-IV, Psychological Counselor I-II, and Social Worker II-IV are consistently listed as positions very difficult to fill, and as occupations of pressing present and future need by state agencies.

Persistent job vacancies for social workers tend to be located in rural communities such as Bethel and Nome.

### Sanitation

Adequate sanitation is a prerequisite for improved health. According to the Rural Alaska Development Agency:

Lack of water, sewer, and electricity has acted as a stumbling block to economic development in villages and has compounded the health problem throughout the villages.<sup>5</sup>

While improved sanitary facilities are being demanded in urban as well as rural areas, sanitary personnel are in extremely short supply.

Sanitary Engineers I-II and Sanitarians II and IV are among the most persistent occupational vacancy areas according to state manpower records.

Sanitary engineer I-II, Sanitary Engineering Supervisor and Sanitarian II-IV are listed as positions very difficult to fill, and are generally considered areas of pressing immediate and future need by state agencies.

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<sup>5</sup> Lydia Selkregg, "Contributed Information: Community Facilities," Rural Alaska Development Group, December 6, 1969.

### Planning

The shortage of planners is considerably underestimated by the data collection in this study since it is based on occupational shortages in present positions.

The need for planners is only beginning to be realized, and new jobs very likely will be created in the future. At the present time, authorized planning positions are often filled. Recruitment of additional planners, however, appears to be exceedingly difficult.

In the fall of 1969, the Greater Anchorage Area Borough had consistently vacant positions for Planning Assistant and a Senior Planning Technician.

Local governments throughout Alaska consistently list planners as a position very difficult to fill.

### Law Enforcement

Increasing law enforcement personnel and legal services is an immediate objective of state government. At the present time, the State Troopers are seriously understaffed, and the chairman of the Senate Judiciary Committee recommends doubling the existing force by the end of 1971.<sup>6</sup> The needs for State Troopers are especially severe in isolated, rural areas. As the village council president in Unalakleet points out:

Law enforcement in Unalakleet is inadequate. Money is not available locally to hire law enforcement officers; therefore ...itinerary (sic) State Trooper action is taken--much or many of the punishable violations go unnoticed. The Council has previously recommended and requested that a State Trooper be stationed in Unalakleet...<sup>7</sup>

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<sup>6</sup>“A Five Point Program Proposed to Improve Alaska's System of Justice,” *Fairbanks Daily News-Miner*, December 1, 1969.

<sup>7</sup>Letter, December 2, 1969, to Rural Alaska Development Agency.

There is also a severe shortage of judges, attorneys, and legal secretaries in the public sector, again especially in rural areas.

The position of patrolmen is persistently listed by local governments as an occupation difficult to fill and of pressing to moderate present and future need. Turnover of patrolmen is quite high.<sup>8</sup>

The Judicial Council is presently unable to find a sufficient number of applicants to nominate for four District Court judgeship vacancies, including one in Anchorage.<sup>9</sup>

Turnover in the attorney series is among the highest in state government. For the position of Attorney I, turnover during 1968 was 62 per cent; for Attornies II-III, 33 per cent; for Attorney IV, 88 per cent.

Attorney is consistently listed by local governments as a position very difficult to fill. Present need for attornies appears to be pressing in the interior regions, with a pressing to moderate need in the southcentral regions.

Vacancies for such positions as District Attorney remain unfilled for long periods in rural communities such as Nome.

Legal secretaries are positions considered moderately difficult to fill and of pressing present and future need by state agencies.

### Engineering

Engineers are in short supply in Alaska, partly because of the oil industry, which courts state employees.<sup>10</sup>

Persistent vacancies occurred in 1969 throughout the Highway Engineering series, primarily in Juneau.

Local government lists such specialists as Electrical Engineer and Traffic Engineer as positions very difficult to fill and of pressing to moderate present and future needs.

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<sup>8</sup> Interview with Police Training Officer, Anchorage, Fall, 1969.

<sup>9</sup> "Need Judges," *Tundra Times*, January, 1970.

<sup>10</sup> Interview with personnel officer, State Highway Department, Fairbanks, Fall, 1969.

### Data Processing

Increased use of computers by both state government and large cities such as Anchorage have created an intense need for all types of data processing personnel in the Juneau and Anchorage areas. Moreover, data processing is one of the few areas where demand for persons with relatively little training is high.

Persistent vacancies occurred during 1968-1969 for such positions as Key Punch Operator as well as more professional positions such as Systems Analyst II, System Programmer, and System Supervisor. Such positions tend to be located in Juneau.

The full range of data processing positions--Key Punch Operator I-II, Data Processing Operator II, Systems Analyst III, System Programmer, and System Supervisor were listed by state government agencies as positions very difficult to fill and of pressing to moderate present and future need.

Data Processing System Analysts and Computer Equipment Operators are also in short supply in city government in Anchorage.

### Secretarial Services

Expansion of government service in almost every area intensifies the need for supportive secretarial and clerical workers. Shortages of clerical personnel are limited to specific areas of the state. As Table 2 indicates, secretaries were a surplus occupation in Anchorage and clerk-typists were a surplus occupation in Fairbanks; at the same time, they were a shortage occupation in Juneau. The particular area of shortage and surplus should be kept in mind when locating secretarial training programs.

An average of four clerk-typist positions were persistently vacant during 1968-1969 in Juneau.

About 473 clerical and secretarial workers were hired by state government during 1968. Much of this employment was required to offset a turnover rate ranging from 36 per cent to 64 per cent in different clerical categories.

TABLE 1.

Occupational Shortage Areas in  
Alaska State and Local Governments

	Present Difficulty of Filling Position	Present Need	Future Need	Recruitment From Alaska
H E A L T H				
STATE				
Nurse I-II	1.0	1.5	1.5	1.0
Nurse II-IV	1.0	2.3	2.0	1.0
Psychiatrist	1.0	1.0	1.0	1.0
Practical Nurse I-II	1.3	1.3	1.3	1.0
Nursing Aide & Nursing Assistant	2.0	1.5	1.5	2.0
S O C I A L W E L F A R E				
STATE				
Psychiatric Social Worker I-II	1.0	1.0	1.0	1.0
Psychiatric Social Worker III-IV	1.0	1.0	1.0	1.0
Psychological Counselor I-II	1.0	1.0	1.0	1.0
Social Worker IV-V	1.0	1.5	1.5	1.0
Social Worker I-III	1.5	1.5	1.5	1.5
S A N I T A T I O N				
STATE				
Sanitarian I-II	1.0	1.0	1.0	1.0
Sanitarian III-IV	1.0	2.0	2.0	1.0
Sanitary Engineer I-II	1.0	1.0	1.0	1.0

SOURCE: Questionnaire survey: Institute of Social, Economic and Government Research, 1969. A rank of "1" indicates that the occupation is very difficult to fill; a rank of "2", that it is somewhat difficult to fill; a rank of "3", that it is not difficult to fill and similarly for present and future need and recruitment from Alaska.

TABLE 1 (cont.)

	Present Difficulty of Filling Position	Present Need	Future Need	Recruitment From Alaska
P L A N N I N G				
LOCAL				
Planner	1.0	1.9	1.4	1.0
Planning Technician	1.5	2.0	2.0	2.0
L A W E N F O R C E M E N T				
LOCAL				
Attorney	1.0	1.6	2.1	1.8
Patrolman	1.6	1.5	1.4	1.9
Juvenile Officer	2.3	3.0	2.7	2.3
Legal Secretary	2.5	2.3	2.3	2.0
E N G I N E E R I N G				
STATE				
Petroleum Engineer	1.0	1.0	1.0	1.0
Utilities Engineer	1.0	1.0	3.0	2.0
LOCAL				
Electrical Engineer	1.0	2.0	1.5	0
Traffic Engineer	1.0	2.0	1.0	1.5
Civil Engineer	1.7	2.0	1.8	2.0
Engineering Technician	2.0	2.2	2.0	2.2
D A T A P R O C E S S I N G				
STATE				
Key Punch Operator I-II	1.0	1.5	1.5	0
Data Processing Operator II	1.0	2.0	2.0	2.0
Systems Analyst and Programmer	1.0	2.2	2.0	1.0

TABLE 1 (cont.)

	Present Difficulty of Filling Position	Present Need	Future Need	Recruitment From Alaska
D A T A P R O C E S S I N G (continued)				
LOCAL				
Systems Analyst	1.8	2.0	2.0	0
Computer Equipment Operator	1.8	2.5	1.8	2.3
Key Punch Operator	2.8	2.8	2.7	3.0
S E C R E T A R I A L S E R V I C E S				
STATE				
Clerk-Typist-Stenographic	2.3	2.1	1.9	2.3
Secretary I-III	2.5	2.3	2.3	2.7
LOCAL				
Secretary	2.0	2.3	2.0	2.6
Clerk-Typist-Stenographer	2.4	2.4	2.0	2.9
O T H E R				
STATE				
Personnel Analyst III-IV	1.0	2.0	2.0	2.0
Petroleum and Mining				
Geologists	1.0	1.5	1.0	1.5
Statistical Assistant	1.0	2.0	2.0	0
Revenue Agent	1.0	2.0		2.0
Utilities Financial				
Analyst III-IV	1.5	1.0	1.0	2.0
Draftsman I-III	1.5	2.5	1.0	1.5
LOCAL				
Electrical Lineman	1.8	2.0	1.7	1.7
Appraiser	1.8	2.7	1.7	0
Auditor	1.8	2.5	2.3	2.2
Building Inspector	1.9	2.3	2.0	2.0
City Manager	1.9	2.1	2.3	1.9

TABLE 2

## Labor Surplus by Occupation

	Nov*	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
<b>Anchorage</b>												
Accounting Clerks						X	X	X	X			
Carpenters	X	X	X	X	X	X						
Clerks (Entry Level)	X	X	X	X	X	X						
Clerks, General Office	X	X	X	X	X	X	X	X	X	X	X	X
Heavy Equipment Operators	X	X	X	X	X	X	X	X	X	X	X	X
Laborers (all categories)	X	X	X	X	X	X	X	X	X	X	X	X
Painters	X	X	X	X	X	X						
Secretaries (without shorthand)				X	X	X	X	X	X	X	X	X
Truck Drivers	X	X	X	X	X	X	X	X	X	X	X	X
<b>Juneau</b>												
Carpenters	X	X	X	X	X	X	X	X	X	X	X	X
Construction Workers	X	X	X	X	X	X	X	X	X	X	X	X
Electricians								X	X	X	X	X
Entry Clerical								X	X	X	X	X
Laborers (all categories)								X	X	X	X	X
Men-of-all Work	X	X	X	X	X	X	X	X	X	X	X	X
Operating Engineer	X	X	X	X	X	X	X	X	X	X	X	X
Truck Driver	X	X	X	X	X	X	X	X	X	X	X	X
<b>Fairbanks</b>												
Clerical								X				
Clerk-Typist	X	X	X							X		
Entry Laborers										X		
Entry Level Clerical				X		X						
Entry Level Clerical and Sales					X							

\*Calculated from the 15th of month to 14th of following month.

SOURCE: Labor Supply and Demand Summary, Employment Security Division, Alaska Department of Labor.

TABLE 2 (cont.)

	Nov*	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
Fairbanks (continued)												
General Office Clerks	x	x	x									
Skilled Tradesmen (Plumbers, painters, and electricians)					x	x	x	x				
Unskilled and Skilled Tradesmen		x	x				x		x	x	x	x
Unskilled Clerical												
Unskilled Laborers									x	x	x	x
Unskilled Tradesmen				x	x	x	x					
Ketchikan												
All Clerical												x
Bulldozer Operators												x
Entry Clerical	x	x	x	x	x	x	x	x	x	x		
Laborers	x	x	x	x	x	x	x	x	x	x		
Truck Drivers	x	x	x	x								

Clerical and secretarial positions are consistently listed as moderately difficult to fill and of moderate present and future needs by local governments.

### Other Types of Shortage Personnel

Of the other shortage occupations, most require a high degree of specialized training and employ few persons, for example, Personnel Specialist, City Manager, Utilities Financial Analyst, and Petroleum or Mining Geologists.

However, a number of shortage occupations such as draftsmen and electrical lineman require a technical education, which could be provided by a relatively short period of training, and also employ larger numbers of persons. Possibilities for training unemployed persons in these areas as well as in the clerical and data processing fields should be explored.

### Conclusion

Given the expected population increase and the skill drain to industry, Alaska state and local government will have to recruit substantial numbers of additional personnel merely to maintain accustomed levels of service. Moreover, such customary levels of service, especially in such functions as health, police protection, and fire protection, are far below the national average. (See Table 3.) Substantial increases in personnel in these areas will be required to meet service standards that are merely the norm elsewhere, let alone to reach the higher levels that oil revenues appear to have made possible.

TABLE 3

Comparison of State and Local Employees by  
Governmental Function in Alaska and Other States

Function	State and Local Employees (full-time equivalent) per 10,000 population			
	U.S. Average	Highest State <sup>1</sup>	Lowest State <sup>1</sup>	Alaska
All functions other than education <sup>2</sup>	200	304	148	245
Selected functions:				
Hospitals	39	77	19	19
Highways	28	73	20	73
Police protection	21	35	12	15
General control	12	26	7	26
Public welfare	11	24	4	12
Financial Administration	10	18	6	14
Local fire protection	9	20	4	6

<sup>1</sup>Exclusive of the District of Columbia, in view of its unique urban nature.

<sup>2</sup>Including categories not shown separately.

SOURCE: *Public Employment in 1968*, U.S. Department of Commerce, Bureau of the Census.

Alaska state government and, through revenue sharing, local governments, may soon have the financial resources that make ambitious social programs a realistic possibility. However, it will do no good to develop programs such as a comprehensive health plan for rural Alaska if the necessary nurses and psychiatrists cannot be found to staff it. Indeed, it may do actual harm. Rising expectations followed by crashing disappointment is a pattern typically causing serious political instability and personal despair. It is essential that social programs developed for Alaska contain not merely a projection of needed manpower, but concrete plans to obtain it.

## Chapter IV.

### ALASKA STATE AND LOCAL GOVERNMENT AND NATIVE HIRE

That Alaska Natives suffer from unemployment is well known. Accurate information on the degree of unemployment among Alaska Natives and the extent to which unemployment is increasing or decreasing are not presently available, although the manpower study and skill survey of Alaska's State Department of Labor is in the process of providing this type of information. Statistics are available from the Bureau of Indian Affairs, but it is important to keep in mind that these figures are often based on staff "guesstimates," especially in urban areas.

The Bureau of Indian Affairs unemployment figures, do, however, suggest an appalling possibility. Alaska Native unemployment may have become more severe over the last four years. While a reasonable estimate of Alaska Native unemployment in 1966 was 50 to 60 per cent, a reasonable estimate in 1969 would be 60 to 70 per cent (see Table 4).

This increase in the percentage of unemployed Natives is occurring in part because a growing population of young Natives is swelling the labor force. However, these estimates also suggest that the absolute number of employed Alaska Natives may be declining as well. It is essential

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TABLE 4

March Native Employment: 1966-1969

	1966	1967	1968	1969
Total Employed	6,760	6,581	5,727	6,327
Unemployed	8,329	9,949	11,416	11,659
Proportion Unemployed	55%	60%	67%	65%

SOURCE: Semi-Annual Reports of Employment and Unemployment, 1966-1969, Bureau of Indian Affairs.

TABLE 5

August Native Employment: 1969

	Total	Anchorage	Southeast	Fairbanks	Bethel	Nome
Available Labor Force	19,037	5,805	3,692	2,786	3,409	3,345
Unemployed	8,101	2,227	1,477	646	1,986	1,765
Proportion Unemployed	43%	38%	40%	23%	58%	53%
Total Employed	10,936	3,578	2,215	2,140	1,423	1,580
Permanent	4,294	676	1,575	710	390	943
Temporary	6,642	2,902	640	1,430	1,033	637

SOURCE: Semi-annual Report of Employment and Unemployment, Bureau of Indian Affairs.

TABLE 6

March Native Employment: 1969

	Total	Anchorage	Southeast	Fairbanks	Bethel	Nome
Available Labor Force	17,986	4,921	3,690	2,480	3,227	3,308
Unemployed	11,659	3,435	2,585	1,489	2,192	1,958
Proportion Unemployed	65%	70%	70%	60%	68%	59%
Total Employed	6,327	1,486	1,105	1,391	1,035	1,350
Permanent	3,419	676	875	601	389	878
Temporary	2,908	810	230	750	646	472

SOURCE: Semi-annual Report of Employment and Unemployment, Bureau of Indian Affairs.

to determine, through careful research, the extent of and changes in unemployment among Alaska Natives.

Alaska Native unemployment is most severe in the rural northwest because seasonal work in fishing or construction is less available than in other areas. Thus, in the southeast, unemployment drops from about 70 per cent in March to about 40 per cent in August, while in the Nome area it drops from about 59 per cent in March only to about 53 per cent in August (see Tables 5 and 6).

How many jobs are needed for unemployed Natives and in what locations? On the basis of the range in unemployment from August to March, the numbers of jobs needed appears to range from about 8,000 to 12,000. Moreover, these figures indicate that the required jobs are distributed throughout Alaska rather than localized in one or two areas. That the rate of unemployment is most severe in areas such as Nome and Bethel too frequently obscures the point that a large absolute number of jobs is needed in different regions of the state.

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TABLE 7  
Jobs Required by Unemployed Alaska Natives by Region

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Anchorage Area:	2,300 - 3,500
Fairbanks Area:	700 - 1,500
Nome Area:	1,800 - 2,000
Southeast Area:	1,500 - 2,600
Bethel Area:	2,000 - 2,200
Total	8,300 - 11,800

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Adapted from Tables 5 and 6.

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### Alaska Natives and State Hire

To what extent has the Alaska state government met its responsibility to reduce Native unemployment by itself hiring Alaska Natives? This question cannot now be answered in any detail as statistics on Native employment in state government are not presently available. Until recently, the State of Alaska has declined to record internally the number of employed Natives. However, in 1970, the legislature passed a law that requires state agencies to maintain records of employees' racial status. The law went into effect September 21, 1970, and such information should be forthcoming.<sup>1</sup>

The State of Alaska appears to be willing to make little accommodation in its standard personnel routines to accommodate the special needs of Native applicants. Despite repeated recommendations by conferences on employment problems, no funds have been appropriated for the State Human Relations Commission's proposed study, *Alaska Natives and State Hire*. Such a study would be comparable to the Federal Field Committee's influential study, *Alaska Natives and Federal Hire*, which drew attention to the low proportion of Natives employed in federal agencies and stimulated remedial action. While Alaska has an "affirmative action" policy in theory as indicated in the *Governor's Code of Fair Practice*, it does not

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<sup>1</sup>SLA 1970, Ch. 237, Section 1. "AS 18.80.220 is amended by adding a new subsection to read: (b) The state, employers, labor organizations, and employment agencies shall maintain records on age, sex, and race that are required to administer the civil rights laws and regulations. These records shall be confidential and available only to federal and state personnel legally charged with administering civil rights laws and regulations. However, statistical information compiled from records on age, sex, and race shall be made available to the general public."

Prior to passage of this amendment to the Alaska State Statutes, the State Department of Labor and the Attorney General took the position that designation by race was prohibited by Alaska Statute 18.80.220 and would be undesirable as it would enable the interviewing staff to possibly discriminate against individuals in the selection process for job openings. Letter from Thomas J. Moore to Robert D. Arnold, February 20, 1968.

seem to be translated into action. When asked about the state's affirmative action policy, for example, the state personnel officers typically stated, "Affirmative action policy? We have no affirmative action policy! We treat everybody exactly the same."

Where nondiscrimination but no affirmative action occurs, the experience of other governments operating under civil service procedures has been that minorities are not employed in anywhere near their proportional representation in the population. It is rarely active discrimination and prejudice, but rather the institutional barriers of civil service procedures and the individual barriers of inadequate education that bar minorities from government employment. Unless this problem is recognized and actively combated, the situation is unlikely to improve.

Alaska prides itself on its progressiveness and values its opportunity to avoid mistakes of the older states. Yet, in the area of minority hire, a number of older states have far surpassed Alaska in progressive minority hiring policies:<sup>2</sup>

Connecticut. In 1967, an Equal State Employment Unit was formed within the Department of Personnel. The new unit established a program designed to increase minority hire by: (1) removing unrealistic educational and experience requirements, (2) establishing better selection procedures, (3) establishing new entry level positions and career ladders, and (4) establishing new training programs. Twenty-four occupational classes

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<sup>2</sup>The following summaries of state programs appear in *Public Employment and the Disadvantaged: Case Studies*, National Civil Service League, Washington, D.C., 1969.

involving 3,200 positions in the clerical, technical, and human service areas were specifically designed to include the disadvantaged. In 1969, the Connecticut State Personnel Act was amended specifically to provide for disadvantaged citizens:

Section 11: The Personnel Policy Board may provide for the establishment of classes which are pre-professional in nature and are designed as entry classes for the disadvantaged. Appointment of qualified applicants to positions in such classes may be made on the basis of tests for fitness other than competitive examinations. Incumbents of such positions shall receive appropriate on-the-job training and shall serve in such positions or classes for a period of not more than two years.

Pennsylvania: A Division of Fair Employment was established in the Personnel Bureau to support employment programs for the disadvantaged in the public sector. Again, the state Civil Service Commission discarded unrealistic entry requirements, developed new election procedures, established new entry level job classifications, and established training programs.

Michigan: Michigan started an inventory of nonwhite classified state employees to identify problems of racial imbalance and to chart subsequent progress. As in the other states, a special employment program was established that provided for entrance requirements more applicable to the actual work, new job classifications, and on-the-job training. In addition, pre-test training classes were established to give applicants experience in taking civil service tests. These efforts resulted in a 94 per cent minority employee increase, or 2,561 additional nonwhites, in the state service over a four-year period.

New Jersey: In 1966, New Jersey introduced a Public Employment Career Development Program that since has become a permanent unit in the Civil Service Department. Again, specialists revamped entrance requirements,

developed new job classifications, especially in such critical manpower shortage areas as clerical workers and engineers, and established programs with on-the-job training combined with formal classroom instruction.

In Alaska itself, the federal government's Native Hire Program provides a model of how to increase employment specifically of Alaska Natives in a civil service system. Federal agencies now recruit actively where Natives are concentrated, for example, at Mount Edgecumbe. To aid Alaska Natives in complying with civil service application routines, federal personnel officers counsel prospective Native employees at the Anchorage Native Welcome Center.

The federal government has also established two Native Hire programs that link training to a specific job. The Alaska Hire program reduces entry grade levels for a job to the skill levels that entering Natives possess, provides three hours a day released time for training, and promotes the Native to the job grade level without a test after one year of satisfactory on-the-job performance. In the Native Trainee Program, the federal agency trains the individual, and the Bureau of Indian Affairs provides support during the training period. When the Native trainee reaches the entry level qualification for the job, he is listed on the civil service register and hired when a job becomes available.

In sum, state action to increase the number of Alaska Natives employed in state government need not await the results of additional, action-postponing studies. The minority hire programs of other state governments and of the federal government dealing specifically with employment of Alaska Natives provide models which can easily be adapted to Alaska state government. Applicable strategies include: (1) recruiting Alaska Natives

actively, (2) establishing position requirements which indicate ability to do the job rather than possession of formal credentials, (3) establishing appropriate entry level positions, and (4) instituting a program of on-the-job training.<sup>3</sup>

While such a report as "Alaska Natives and State Hire" may not be essential in terms of acquiring needed information to bring about increased minority employment, it may be essential in terms of stimulating needed public support. Where minority hire programs in public employment have been established, the following pattern tends to appear:

1. A report documenting the low proportion of minority group members in public service is published.
2. This report arouses public opinion and mobilizes political pressures.
3. The governor or chief executive expresses his commitment to minority hire in the public service and issues appropriate administrative directives or requests necessary legislation.
4. A special administrative unit, not committed to established routines, is created in the state or other government personnel unit, and is provided the staff, budget, and authority necessary to change recruiting procedures, alter classification prerequisites, and establish training programs.

This pattern has not yet emerged in Alaska.

#### Alaska Natives and Local Hire

Local governments in Alaska tend to have more flexible hiring systems since they are, of course, smaller than the state government. Again, no

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<sup>3</sup> The National Civil Service League is formulating a model program from public employment of the disadvantaged. Interested government organizations and citizens are invited to contact the league at 1028 Connecticut Avenue, Washington, D.C.

reliable statistics on Native employment are available. An exploratory survey conducted by the Institute of Social, Economic and Government Research in 1968, however, suggests that the proportion of Natives employed in Alaska local governments is lower than their representation in the local population, but the differences are often slight.

The City of Anchorage has made considerable progress in employing minority group members through its Operation Minority Hire Program. Again, the familiar pattern of the report stimulating action programs occurred: (1) The Anchorage Human Relations Commission released a report documenting the low proportion of minority hire in the city government; (2) This report mobilized public opinion and political pressure; (3) The city manager declared his commitment to a minority hire policy and requested appropriate changes in personnel regulations from the city council; (4) A Minority Hire Program was created in the personnel department.<sup>4</sup> Position vacancy announcements were sent to places where they would come to the attention of minority group members. The city manager and the personnel director established trainee positions and took other steps to encourage the employment of minority groups in Anchorage city government.

#### Conclusion

The severe unemployment situation of Alaska Natives may have grown worse over the last few years, despite the flurry of interest in Native hire. With the growing population of young Natives swelling the labor force, the need for jobs is becoming more acute.

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<sup>4</sup>Because of an unusually dedicated personnel director, creation of a new administrative unit in the personnel department was less necessary. However, Anchorage's Minority Hire Program has been constrained by lack of additional staff in the department.

State government in Alaska has not met its responsibility to increase Native employment by establishing the required affirmative action program. While a study of "Alaska Natives and State Hire" would be invaluable to establish a base line on minority employment from which to measure progress, remedial action need not await the result of new studies. The precedent set by other states, federal agencies within Alaska, and the City of Anchorage provide ample program models.

Local governments in Alaska appear to employ fewer Natives than their proportion in the local population warrants and should also increase their minority hire efforts. However, most local governments in Alaska employ too few persons to influence substantially the Alaska Native unemployment situation.

Increased Alaska Native employment in state and local government is in the interests of the agencies as well as the unemployed Alaska Native. First, Alaska governments are suffering critical shortages of personnel in the service professions, where personnel often provide services to Natives. Alaska Natives themselves are likely to possess an understanding of Native problems that makes their work potentially of higher quality than that of the typical non-Native professional. Secondly, Alaska governments are suffering severe personnel shortages in isolated rural areas of the state, where the population is predominantly Native. Alaska Natives are generally at home in such areas and do not view them as hardship posts, which would decrease the high personnel turnover in such areas. Finally, responsibility of government is to assist in minimizing unemployment and the employment of Alaska Natives in the state service can be the public sector's equivalent of turning a "profit."

CHAPTER V.  
STRATEGIES FOR MEETING ALASKA STATE AND  
LOCAL GOVERNMENT MANPOWER NEEDS

This section considers two general strategies through which Alaska could ease its public service manpower problems. The first strategy is to attempt to increase the supply of public service manpower in Alaska. Alaska could try to capture a larger share of the national public service manpower supply by competing more effectively than other governments or than private industry for scarce personnel. In addition, Alaska could enlarge the total public manpower supply through establishing appropriate educational programs.

The second strategy is to make more efficient the use of the public service manpower supply that is already available in Alaska. Alaska could restructure government positions to decrease the number of positions requiring scarce professionals and to increase the number of positions requiring less scarce subprofessionals. In addition, Alaska could establish inter-governmental personnel exchange programs to make the best use of scarce talent.

While both of these strategies should be used, the second strategy--making more efficient use of available manpower--is likely to be most immediately effective and, moreover, may have important secondary benefits in reducing unemployment. Public service subprofessional positions could be filled by Alaska Natives through a program whereby employment in a public service position is combined with community college level training.

The first strategy--increasing the supply of public service manpower--will be difficult to implement. Other states are desperately in need of

the same types of manpower, and will also be competing vigorously for scarce personnel. California and Illinois, for example, report pressing needs for almost the identical types of personnel most difficult to recruit and retain in Alaska--nurses, social workers, planners, engineers, data processing personnel, etc.<sup>1</sup>

Not only other governments but also private industry will be attempting to capture scarce professionals. As one state official lamented, "No matter what we do, they win. Whenever we change our salaries, they change theirs so we are always behind." Similarly, increasing the manpower supply through professional education may be both costly and ineffective. If other organizations offer higher salaries, expensively educated persons may go elsewhere.

#### Increasing the Public Service Manpower Supply in Alaska

Four methods of increasing the public service manpower supply in Alaska are: (1) changing recruitment practices, (2) increasing salaries and other incentives, (3) establishing more appropriate selection criteria, and (4) establishing educational programs. It is essential to recognize, however, that these are very general methods, and the causes of occupational shortages in certain professions may be quite specific to the field. In critical shortage areas where social priorities demand expanded professional personnel it is essential to study the causes of occupational shortages through

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<sup>1</sup>County Supervisors Association of California, Committee on Manpower Needs, 1968 Survey of County Manpower Needs, Berkeley, California, August, 1968. Thomas Vocino, *Professional, Administrative and Technical Manpower in Illinois Local Government*, Public Affairs Research Bureau, Southern Illinois University at Carbondale, 1969, p. 417.

the appropriate professional organization. Such organizations would have more exact knowledge of the particular factors that tend to prevent a certain type of professional from entering the Alaska public service and could make appropriate recommendations.

### Recruitment Procedures

Large private concerns generally compete strenuously at college campuses in order to obtain the largest supply of talented applicants from which to select employees. The lack of aggressive recruitment by state and local governments in Alaska, combined with discouragingly slow and tedious application and appointment procedures, lowers the number of highly qualified college graduates who enter the public service.

Recruitment of College Graduates. Extensive research indicates that college students tend to hold an unfavorable stereotype of state and local government employment. Thus, state and local government tends to be at an initial recruitment disadvantage:

These students regard state and local government employment as far less promising than Federal or business work. In their opinion it provides less opportunity to get ahead or be successful, less opportunity to end up in one of the top jobs, and is more routine and monotonous.

Do students at the University of Alaska, especially those enrolled in courses of study leading to employment in government manpower shortage areas, hold similarly negative news about state and local government in Alaska? To explore this question, students at the University of Alaska

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<sup>2</sup>George Frederickson, "Understanding Attitudes Toward Public Employment," *Public Administration Review*, December, 1967, p. 417.

enrolled in the areas of engineering, business administration, and biological and natural sciences were surveyed. About 50 per cent (37 students) returned questionnaires. Such a moderate response rate, while typical for this type of survey, limits the degree to which we can be confident that the findings apply to university and college students in general.<sup>3</sup> Since the type of student who took the time to fill out an extensive questionnaire on state and local government employment without a personal payoff may well be more civic-minded or more interested in state and local government employment, this survey probably underestimates the extent of negative attitudes to the public service.

Students were asked to rank the desirability of working for seven types of employers: large and small concerns, the university, federal, state, and local government, and self-employment. Working for local government appears to be viewed with extreme distaste by most of these students. As Table 8 indicates, for 39 per cent, it was their last choice; no one chose local government employment as a first choice. Employment in state government was viewed with somewhat more favor. However, the largest proportion of students, 36 per cent, ranked it as their next to the last choice; only 10 per cent ranked state government employment as their first choice.

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<sup>3</sup>In a similar study, David T. Stanley, *Professional Personnel for the City of New York*, Brookings Institute, 1963, p. 41, found students' response rate to be 48 per cent.

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TABLE 8

Employer Preferences of University of Alaska Students

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Q. All things considered, for what type of employer would you prefer to work?

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	State Government	Local Government
First Choice	10%*	0%
Second Choice	4	4
Third Choice	7	7
Fourth Choice	18	7
Fifth Choice	21	29
Sixth Choice	36	14
Seventh Choice	4	39

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\*Percentages may not add up to 100 per cent because of rounding.

SOURCE: Questionnaire survey, Institute of Social, Economic and Government Research, 1969.

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The free-response questionnaire comments of students concerning the attractiveness of state and local government employment in Alaska revealed the usual stereotype that government employment offered primarily job security, rarely an important incentive for the high ability, confident graduate who expects to get ahead quickly. A typical comment on the desirability of Alaska government employment was "A good job if you want minimum responsibility, steady but slow advancement, good job security."

In addition to holding the typical stereotypes, University of Alaska students appeared to hold the view that government employment in Alaska would require them to sacrifice excellent work to political considerations:

There are too many political pressures to make state employment really attractive right now; however, I believe that these pressures will work themselves out of a technological, scientific career.

From my experience, I would hardly apply the term attractive to government employment in Alaska; however, some people enjoy a comfortable politicizing (sic) position.

Similar views were often expressed by University of Alaska faculty members in interviews.

These results suggest that state and especially local governments in Alaska are at an initial recruiting disadvantage. Lack of aggressive recruitment by state and especially local governments in Alaska compounds this disadvantage. According to the placement officers of Alaska Methodist University and the University of Alaska, state agencies rarely recruit on their campus and local governments almost never do. Federal recruiting, they comment, has been far more aggressive and successful. As one placement officer summed up:

The state departments say to me, "Why don't we have more of your graduates?" but they don't do any recruiting. If they told me, I'd arrange interest groups that they could talk to.

The University of Alaska students surveyed also reported little contact with state and local government recruiters. About 61 per cent reported that they had never seen any state or local government recruitment literature, while only 32 per cent reported that they had never seen recruitment literature from private concerns.

The degree of recruiting varies, of course, with different state departments and local governments. The Department of Highways recruits actively at the University of Alaska and often employs engineering students in the summer. Many local governments in Alaska, however, are too small and remote to recruit on campus. Even large cities such as Anchorage, however, appear to do little active recruiting to secure the

most talented employees. According to a recent survey, 70 per cent of Anchorage city employees found their jobs not because they responded to recruitment procedures, but because they "happened to walk by."<sup>4</sup>

In addition to the lack of active personal recruiting, the recruitment literature of state and local governments in Alaska is unappealing. A college student browsing at the placement office at the University of Alaska, for example, might find his attention caught by the elaborately illustrated take-along brochures explaining the exciting and important work of private companies and emphasizing the opportunities for training and advancement. Such a student might well be attracted by the less elaborate, but tasteful brochures of different federal agencies. State and local government recruitment literature, in contrast, consists of sheet after sheet of dull colored, closely typed pages written in legalese and thumbtacked on a bulletin board. Rather than emphasizing the attractiveness of the agency, such literature emphasizes the education and experience demands made of the applicant.

According to placement officers, the college student who inquires about state jobs listed on recruitment bulletins often discovers that recruitment bulletins do not even advertise available jobs. On the contrary, they advertise the opportunity to take an examination and be placed on an eligible list for which there may be no present or immediately expected job vacancy. The slowness and difficulty of application procedures for state jobs discourages many college student applications. A

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<sup>4</sup>Survey conducted by the Personnel Department, City of Anchorage, 1969.

college graduate with an accounting background, for example, might find that his education qualifies him for at least a dozen state positions. To be placed on the eligible list for these jobs, he would have to fill out twelve separate application forms and take twelve separate three-hour examinations. At the end of this tremendous investment of time and effort, he would still not know if he had even applied for a job that was actually open. Even if he has applied for a job that was open, several weeks may pass before he was even placed on the register. In remote areas, application and placement processes take even longer.

The remedies for many of these problems are apparent:

1. State and local government agencies should bring job opportunities to the attention of promising college graduates by active personal recruitment early in the year.
2. Recruitment literature should consist of attractive brochures that "sell" state and local government employment similar to those of federal agencies.
3. One general examination should be given to college graduates, comparable to the Federal Service Entrance Examination. As in federal government recruitment, students with an outstanding scholastic record should be allowed to waive this written test and apply for early consideration.
4. The application and placement process should be streamlined, for example, by opening additional state personnel offices such as the one recently opened in Anchorage.
5. The Personnel Division should have a complete list of actual job openings in state government.

#### Recruitment of Superior Students in Shortage Occupations. Alaska

state and local government should take special steps to attract the superior college student, especially those in manpower shortage areas. One successful strategy used by other organizations to attract superior personnel is to offer college and graduate school scholarships to the most able students who are entering public service shortage fields. Such scholarships would be granted with the provision that the student would enter Alaska government service for a specified time after graduation if his services were desired.

#### Salary Levels and Processes

A powerful as well as almost instantly effective strategy for reducing personnel shortages is to increase salary levels. One local government surveyed, for example, reported that it had exceedingly high clerical turnover--until it raised salaries. Another reported that, unlike other communities, it had no shortage of electrical linemen--since salaries were higher than usual in this occupation. It may be far less expensive to attract sufficient numbers of highly talented personnel by high salaries than by such strategies as establishing educational programs.

It is widely believed, especially by state and local government employees themselves, that salaries are much lower in state and local government jobs. The University of Alaska students surveyed believed that Alaska local governments offered the lowest available salary. They viewed state government's salary as only moderate.

TABLE 9

Opinions of University of Alaska Students on  
Alaska State and Local Government Salaries

Q. Where do you think salaries in your field are generally highest?

	State Government	Local Government
Highest	4%*	0%
2nd Highest	4	4
3rd Highest	15	0
4th Highest	30	7
5th Highest	33	22
6th Highest	15	22
7th Highest	0	44

\*Percentages may not add up to 100 per cent due to rounding.

SOURCE: Questionnaire survey, Institute of Social, Economic and Government Research, 1969.

That salaries in state and local government jobs are substantially lower than those offered by other types of employers is a belief that is not always true. Reliable comparative salary information is unavailable. However, interviews with informed persons suggest that state and local government salaries are competitive in some occupations and not in others. In general, salaries in the lower level positions and of entry level professionals are reasonably, if not highly, competitive. It is the salaries at the higher level professional positions that seem to be radically below prevailing market rates.

Moreover, low salaries at the top of the career ladder may create manpower shortages at lower levels, even where lower level salaries are highly competitive. Talented professionals, confident of their abilities, tend to choose their employer on the basis of potential as much as present salary. For example, entering attorneys receive a higher initial salary

from the state of Alaska than from private firms. However, the top level positions are far better paid in private firms. Thus, attorneys are a constant shortage area in the public sector, and turnover is extremely high.

Low salaries may be a false economy. First, where salaries are low, turnover is high and so are the costs of recruiting, processing, and training replacements. Many state and local government officials interviewed complained that their department served as mere "training grounds" for private industry or the federal government. Moreover, when a trained employee goes to another government that can afford to pay a higher salary, ironically, it is the government least able to afford it that is forced to bear the cost of training.

In addition, low salaries may result in staggering hidden costs that are difficult to measure. Low salaries tend to lead to less competent personnel whose errors may cost the government many times the higher salary. Inexperienced attorneys, for example, represent Alaska in cases involving millions of dollars. As a former judge remarked, "It is an open secret that such a practice results in the loss of cases that Alaska should have won,"<sup>5</sup>

The problem is not only that salary levels in high level positions tend to be too low: it is also that the process through which state and local governments establish salary levels tends to prevent correction of these inequities. First, political pressures for pay raises generally come from lower level workers who cannot easily find work elsewhere. The

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<sup>5</sup>Comment by Judge Hanson, "Former Judge Indicts State's Court System," *Anchorage Daily Times*, September 27, 1969.

professional in a shortage area may (erroneously) feel it beneath his dignity to lobby for a pay increase and has less need to do so since he can often find a higher paying job elsewhere. Thus, paradoxically, it is the type of employee who least requires a salary increase to remain in state employment that may be most likely to obtain it.

Secondly, the methodology of comparative salary surveys conducted by consultant firms prevents isolation of the salary inequities at higher level positions. Generally about twenty "bench mark positions" purposely intended to represent "middle level" rather than "extremely" high or low paying occupations are selected for comparative purposes. Thus, the inequitable salaries at the higher level professional occupations generally go unnoticed.

A third problem with the salary setting process is that the value of internal equity, for example, that persons with equal education should receive equal pay, generally overrides rational salary setting according to supply and demand in the labor market. Where demand is high and supply is low, the value of the commodity is high regardless of the amount of time required to produce it. Yet, comparative salary surveys explicitly recommend that where prevailing market rate and internal salary equities conflict, the salaries should be set in accordance with internal equity.

A comparative salary survey for occupations in Alaska state and local governments should be made annually by the State Department of Labor. At present, different governmental units sporadically make their own surveys, often haphazardly because of lack of trained personnel or time for data analysis. Further, the criteria by which salary levels are determined

should be re-examined. In certain areas, where it is desirable to secure the highest talent available, for example, sanitary engineering, Alaska state and local government may wish to be a pay leader. In other areas, for example, secretarial services, reasonably competitive salary levels may be sufficient. Typing errors may be less disastrous than engineering errors.

#### Improving Selection Criteria

Manpower shortages in Alaska government may be due in large part not to external factors such as lack of available talent, but rather to the internal selection processes of the personnel system itself. Indeed, in some cases, a manpower shortage may be the creation of the personnel system.

Minimum Qualifications. To apply for a state government position, a prospective employee must meet certain "minimum education and experience qualifications." Thus, these qualifications function to limit the supply of available manpower for a particular occupation. As a device to screen out the obviously unqualified applicant who would merely waste the Personnel Division's time, such minimum qualifications may be justified. The problem is that the minimum qualifications set are often not the bare "minimum" below which the applicant could not do an adequate job. According to many state employees interviewed, they are excessively high for the job. Thus, many competent prospective employees artificially are screened out of the manpower supply. The public service manpower shortage may be not a shortage of people who can do the job, but rather a shortage of people who can meet excessive education and experience requirements.

Ironically, minimum qualifications intended to be based on the amount of education and experience required on the average to do a competent job may screen out the above-average individual, the person whose superior abilities make him capable of doing an excellent job without the amount of education and experience required by the ordinary person. A number of personnel officers interviewed were aware that their requirements forced them to reject such superior persons.

According to state employees interviewed, the minimum qualifications tend to be too high for the actual job because pressures of the classification processes tend to inflate them. Position descriptions are usually established by joint consultation between a personnel officer and the employee. It is only natural that the employee would seek to increase his own importance by exaggerating the amount of experience and education required to do his job, especially since he is highly aware that this position classification will be a central basis for setting salary. Moreover, his supervisor may accept an inflated position description since it increases his own prestige and salary to have highly qualified subordinates.

Mechanical Selection Criteria. Selection criteria for state government positions tend to be based on possession of formal education credentials or on examination scores. Such formal, mechanical selection criteria do not measure personal characteristics such as reliability or effective team participation that importantly influence the quality of the person's work. Such personal characteristics, however, are difficult to measure by objective means. Reliance must be placed on the personal judgment of the employing officer.

Selection procedures based on nonobjective measures increase the danger of personal and political bias in hiring. Unquestionably, more opportunity for such bias would occur. To obtain excellence in the public service, however, some risk of bias may be unavoidable, even well worth taking:

The great danger today is not corruption, but a cycle of mediocrity that often begins with highly restrictive governmental procedures which limit the authority of responsible officials in managing the government. This system produces poor recruits, often from the bottom levels of their professional schools...the less qualified remain in the system, receive preference for promotion to each higher level of responsibility. Thus, it is the residue with limited ability and narrow perspective that rise to power...<sup>6</sup>

Preference for Alaska Residents: Preference for Alaska residents<sup>7</sup> is another selection criterion that tends to defeat the objective of obtaining excellent professional personnel in the public service. As state and local government respondents point out (see Table 1), it is very difficult to recruit persons for most professional positions within Alaska. Although the Alaska professional manpower pool is quite limited, according to state policy, all Alaska residents must be listed first on the eligible lists.

State officials interviewed repeatedly stressed that this practice required them to hire mediocre state residents rather than out-of-state residents who could have greatly improved the quality of the agency's

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<sup>6</sup> Royce Hanson, "A Strategy for Improving the Quality of State and Local Manpower," *Manpower for Illinois Government*, University of Illinois Bulletin, Institute of Government and Public Affairs, University of Illinois, 1968, pp. 61-74.

<sup>7</sup> A state resident is defined as a person who has been in Alaska for twelve months preceding application. This practice can lead to the elimination of persons born and bred in Alaska but who have left the state for a year.

work. An Alaska Hire policy in professional occupations is not only costly in wasted talent; it is unnecessary for protectionist purposes. It is not the professional who is likely to swell unemployment figures. The policy of Alaska state government should be to secure the highest quality talent available in influential professional positions, whether or not the person happens to be an Alaskan resident.

### Educational Programs

Educational programs are typically offered as the solution for public service manpower shortages. However, educational programs may not be an effective, let alone an efficient, strategy for reducing manpower shortages in state and local government. Highly trained labor is extremely mobile; if salary or working conditions are more attractive in private industry or in the public service of other states, graduates will go elsewhere.

Moreover, establishing educational programs in many public service shortage areas requires expensive investments and may bring small returns. The manpower shortage areas in state and local government are primarily at the professional levels where extensive advanced degree education is required, and where relatively few persons are needed in the public service. It may be far more efficient to import educated manpower through higher salaries.

Educational programs at the graduate level, of course, have benefits other than the graduates they produce. For example, the professor may contribute research on Alaskan problems. Where such a research capacity is desirable in itself, establishing a graduate level educational program should be strongly considered. From the narrower perspective, however,

of how to maximize public service manpower returns on educational investments, community college level education and in-service training may be the most efficient strategies.

Community College Education: Educational programs at the community level are likely to be excellent investments because:

1. Community college students tend to be local residents who are likely to remain in Alaska and enter Alaska's public service.
2. Community colleges can graduate much larger numbers of students than can graduate programs.
3. Educational investments are smaller since fewer advanced degree faculty are needed. Instructors may be drawn from local professionals.
4. Community college degree programs tend to be flexible. In addition to the two year Associate of Arts degree for typical high school graduates, the community college often offers a three year Associate of Arts degree for persons who lack conventional educational backgrounds.
5. Since the community college is traditionally oriented to serving the needs of the community rather than the needs of an academic discipline, and to preparing students for specific vocations rather than for advanced academic study, professors are less likely to resist public service oriented curricula.

California has pioneered in using its community college system to provide education for shortage public service occupations, for example, city and regional planning technicians, data processing technicians,

sanitary technicians, etc.<sup>8</sup> Since Alaska's community college program is structured like California's, and Alaska community colleges are located in Juneau and Anchorage--centers of public service manpower needs--the California Public Service Community College Program might well serve as a model for Alaska.

To usher in California's Public Service Education Program, a statewide advisory committee composed of various government agencies, professional organizations, and academic institutions was formed in order to help insure that the community college program met the specific personnel needs of the agencies. This committee identified a "cluster of public service occupations" surrounding a basic field, for example, "Social Work Occupations." This "cluster" suggested a common "core" of courses, which prepare students for a number of different occupations within the cluster. Academic credit for work experience with social agencies also connected the community college education to work with the agency.

Such a program would not be difficult to establish in Alaska because its core is already in existence. The Anchorage Community College, for example, has already established an Associate of Arts degree program to train subprofessionals in the social services. The Juneau-Douglas Community College has established an extensive Office Administration Program to meet the needs of state agencies, including such practical courses as "Coaching for State and Local Examinations for Clerical Positions."

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<sup>8</sup>For extensive discussion of this program, see *Some Who Dare, Community College Involvement With Public Service Aspects of the Urban Problem in California*, Institute for Local Self Government, Hotel Claremont, Berkeley, California, 1969.

Juneau-Douglas Community College has also instituted short training programs for Public Service Aides. Graduates will have governmental positions where they inform others of training opportunities and agency services.

Public service education at the community college level is likely to be a strategic point for serving both the manpower needs of state and local government and the employment needs of Alaska Natives. The program of public service education available at community colleges in Alaska should be greatly expanded. The possibility of establishing one or more community colleges in rural Alaska, which might serve the educational needs of Alaska Natives, should be considered. The success of this approach, however, depends upon careful coordination between the community college and the appropriate government agencies.<sup>9</sup>

In-Service Training: In-service training is another efficient educational investment because it affects present, not merely potential, employees. In addition, in-service training is one of the few available ways to improve the quality of existing career personnel. Many professional fields change rapidly. Without in-service training, employees whose length of service enables them to reach strategic positions may lack the knowledge necessary to effective policy making and administration or to take advantage of the skills of trained subordinates.

Presently, state and local government in Alaska provides little in-service training. Only 28 per cent of local governments responding to this study's survey reported any type of in-service training. Most

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<sup>9</sup>In the absence of such cooperation, the unfortunate situation of community college programs unrelated to the promotional requirements of the public service occupations occur. For example, the Associate of Arts degree in Police Administration at the Anchorage Community College was established without consulting the State Troopers and other police jurisdictions and, consequently, does not lead to promotion.

was limited to police and fire training, which might be viewed as pre-service, not in-service, training. Those local governments that have sponsored in-service training programs, for example, Fairbanks' six weeks Residential Appraisers Course or the Matanuska-Susitna Borough's use of community college courses in Real Estate Law and Assessing Techniques, report great satisfaction. Ironically, the problem itself impedes the cure. Typically, local governments explain that "we just haven't enough people to be able to spare one for the necessary training."

State government in Alaska has made greater use of in-service training, although the situation is far from satisfactory. About 55 per cent of state departments responding to this survey reported some form of in-service training. The Department of Administration, for example, sends employees to the in-service training institutes sponsored by federal agencies, for example, a course of psychological test analysis. In addition, state employees have participated in a number of supervisory management training courses.

State and local governments in Alaska could take greater advantage of existing in-service training programs sponsored by federal agencies or professional organizations. In accordance with new directives from the United States Civil Service Commission to encourage intergovernmental cooperation, the federal government's Seattle Regional Training Center plans to encourage state and local government employees to participate in federally sponsored training. The Seattle Regional Training Center typically offers a range of in-service training courses in communities throughout Alaska. For example, during 1969-1970, a workshop in better English was given in Nome, a workshop in Supervision and Group

Performance at Sitka, a Personnel Staffing workshop at Juneau, and a supervision course in Anchorage, etc.<sup>10</sup>

Professional organizations also sponsor training courses appropriate to government employees. The Department of Law, for example, hopes to reduce the turnover of district attorneys in Alaska by sending them to training seminars such as the one sponsored by the National Association of District Attorneys.

Since it is likely to be more economical to take advantage of existing training programs than to set up independent ones, state agencies and local governments in Alaska should carefully examine the available training opportunities. Where such training is unavailable at reasonable cost, state and local governments should set up joint, coordinated training programs whenever possible. Questionnaire returns in this study indicate that a number of local governments and state agencies perceived needs for training to improve the quality of the clerical staff and to increase understanding of management techniques. In addition, training courses should be set up in rapidly changing fields where needs for more education may be unperceived. The U.S. Civil Service Commission annual bulletin of federal in-service training courses<sup>11</sup>

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<sup>10</sup>At the present time these federally sponsored courses are offered on a reimbursable basis. However, if the federal Intergovernmental Personnel Act (U.S. Senate Bill 11) is passed and funded, federal agencies administering grants to state and local governments will be able to conduct training programs without charge. In addition, this act will enable state and local agencies to use federal aid funds to establish their own training and educational programs.

<sup>11</sup>*Interagency Training Programs, 1969-1970*, U.S. Civil Service Commission, Bureau of Training, for sale by the Superintendent of Documents, U.S. Government Printing Office.

points out those public service fields that are changing rapidly and that require introduction to new techniques, for example, courses for managers on how to make use of data processing systems.

While in-service training is useful primarily for improving the quality of present employees, it can also be used to increase the quantity of employees in shortage occupations. Massachusetts, for example, facing a shortage of data processing personnel very similar to the shortage in Alaska, developed a plan to train state employees for existing vacancies and anticipated needs.<sup>12</sup> A pool of trainable employees was established by administering the IBM Programmer Aptitude Test, and selected employees were enrolled in a correspondence program of instruction offered by a well-known computer manufacturer. Provisions for advanced training were also made by contracting with the local college to provide an Associate of Arts degree in Data Technology. Not only did this program ease the shortage of data processing personnel, it also improved the morale and motivation of state employees, who were pleased with the chance to move ahead.

Alaska state and local governments must not only provide opportunities for in-service training, it must also provide incentives. While a number of local governments in Alaska reimburse employees for job-related training, many state agencies lack the funds to do so. All public service employees in Alaska should be reimbursed for training that is intended to increase the quality of their performance on the job. Successful completion of in-service training or community college education, in

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<sup>12</sup>Donald F. Reilly, "Training Programmers and Systems Analysts for Massachusetts State Government," *Public Personnel Review*, January 1969, pp. 46-48.

addition, should lead to increased promotability or to salary increments in order to encourage employees to improve the quality of their work through additional education.

Other Education Approaches. While community college level education and in-service training may generally be the most efficient educational strategies to develop needed public service personnel, baccalaureate degree education, graduate programs, and preservice training are also useful in some instances. Alaska Methodist University, for example, has recently established a four-year program in nursing which emphasizes public health nursing instead of traditional hospital nursing. This program should help ease the shortage of public health nurses in rural Alaska. The Sociology Department of the University of Alaska has arranged a joint graduate program in social work with the University of Utah, a state which has rural problems similar in some ways to Alaska's. Such joint graduate programs offer an incremental strategy for acquiring advanced degree programs. The University of Alaska's graduate program can expand if student interest and university policy warrant its growth.

Preservice training programs should be established with considerable caution. As one local government official summarized:

By the time severe shortages arrive and are identified by the present system and special programs are set up to take account of these shortages and graduates from the various training programs come, the severe shortage has been filled by out of state employees, and the graduating trainees may find themselves without any jobs to go to.<sup>13</sup>

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<sup>13</sup> Questionnaire survey, Institute of Social, Economic and Government Research, 1969.

The problem of determining manpower needs in advance should be greatly reduced by the Department of Labor's current survey on manpower needs, "Alaska's Manpower Outlook, 1970's." Since this survey does not examine all public service occupations, however, state and local government should routinely transmit their present and anticipated manpower needs to the State Manpower Training Advisory Council, which determines priorities for manpower development and training courses and other vocational educational programs.

Those preservice training programs which appear to have been successful are generally, (1) located at the job market and, (2) designed to train students for an occupation where demand is heavy and continual. For example, the Anchorage Community College has sponsored draftsman and practical nurse training courses that have placed many students. The failure of many preservice programs to place their graduates, especially those programs designed to secure employment for rural Alaska Natives in the cities by means of crash training, indicates the many problems with the preservice training approach. Since villagers are often oriented toward seasonal work and are unfamiliar with urban employment routines, successful training programs tend to require supportive services during the employment period as well.

#### Making More Efficient Use of the Public Service Manpower Supply in Alaska

The burgeoning demands for professionals by other governments and by private industry will make it difficult for Alaska state and local government to obtain a larger supply of public service manpower. In view

of the limited supply, attention should be given to methods for making more efficient use of the talent available. Scarce professionals should be used only for those tasks that require their education and experience. Two methods for conserving professional talent are: (1) restructuring the Alaska state and local government occupational structure to increase the number of subprofessional positions that could be filled by relatively untrained workers, especially unemployed Alaska Natives, and (2) establishing personnel exchange programs between state and local governments, federal agencies, and universities.

#### Restructuring Government Positions: New Careers

An overly simple model of the labor market is often implicit in analyses of manpower problems and impedes the development of imaginative remedial strategies. In brief, this model postulates a large number of unfilled jobs requiring highly trained personnel on the one hand, and a large number of unskilled workers on the other. Thus, the obvious solution appears to be reducing the gap between the requirements of the job and the skills of the worker through extensive preservice training programs.

Government manpower needs, however, do not necessarily come packaged in such containers as "Psychiatric Social Worker IV" or "Budget and Management Analyst II." Rather than attempt to change the workers alone, it may be far more effective to change as well the requirements of the job. One of the most successful strategies for reducing manpower shortages may be to re-engineer the occupational structure so that the jobs are easier to fill. The objective is to minimize the number of positions

that require advanced education and experience and to maximize the number of positions that require less education and experience. According to a number of state employees interviewed, such a restructuring would benefit Alaska state and local government; it is generally agreed that the job structure is "top heavy."

Re-engineering an occupational structure in order to increase the number of subprofessional positions, which can be filled by the unemployed in combination with on-the-job training programs, is often called the "New Careers" approach. New Careers appears to be one of the few effective strategies for reducing unemployment among the poor. It includes three primary job restructuring methods:

Trainee Position: A "trainee" position may be established as an entry level position below the existing occupational structure, for example, "Carpenter Trainee." This approach, of course, causes a minimum of disruption to the existing occupational structure and is especially appropriate for the skilled crafts, where career ladders tend to be short.

Job spinoff: The simple and routine aspects of a professional's job are isolated and grouped together as a separate "para-professional" job. This approach is often used because it is relatively easy to implement and is often acceptable to the professional. However, it is rarely successful. The subprofessional's status tends to be ambiguous; he may be forced to do only unpleasant aspects of a job. In general, such a job turns out to be yet another low prestige dead end.

Job development: The occupational structure is changed in order to establish a definite career ladder with intermediate steps between the

entry level subprofessional and the entry level professional. Released time for training is given, and appropriate educational programs arranged. For example, a Community Planner career ladder might be structured as follows:<sup>14</sup>

- A. Planning Trainee—eighth to twelfth grade education
- B. Planning Aide—certificate in Community Planning and one year experience
- C. Planning Technician—Associate of Arts degree in Community Planning
- D. Junior Planner—entry professional; B.A. degree

The job development approach requires the greatest initial investment for the agency, but has the greatest potential payoff both for the agency and for the unemployed.

Nationally, the New Careers approach appears to be remarkably successful. It involves over 17,000 trainees in 92 programs.<sup>15</sup> It has generated a very useful technical literature, publishes a newsletter, and has produced a large number of committed, enthusiastic supporters. According to a recent evaluation, the drop-out rate of New Careers is reported to be a miniscule 7 per cent.<sup>16</sup> Approximately 74 per cent of the New Careerists were reported to be enrolled in further education courses, and 39 per cent were taking college courses for credit.

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<sup>14</sup>See Appendix D for a fuller description of this career ladder and examples of other possible New Careers positions.

<sup>15</sup>New Careers Newsletter, Spring 1969.

<sup>16</sup>New Careers Newsletter, Spring 1969. These findings are based on testimony given by Jacob R. Fishman, of the University Research Corporation before the House Education and Labor Committee.

California has established a New Careers program designed specifically to train the unemployed for public service jobs, a program that might well serve as a model for Alaska. In its "Public Service Careers" plan, an actual public service job is combined with a three-year program of study at the local community college, which leads to an Associate of Arts degree. Through this program, minority group members enter such positions as social service workers, mental health worker, library technician, etc. Such occupations are, of course, shortage areas in Alaska as well.

The success of New Careers is attributable in large part to its serving the needs of the agency as well as the unemployed minority group member. In occupational areas where manpower shortages are severe, New Careerists can provide valuable additional staff. Job restructuring can eliminate many routine elements of a professional's work, allowing him to use his skills more productively. Most important, New Careers can improve the quality of an agency service, especially where contact with members of another culture is involved, by providing "line" workers who have greater understanding and rapport.

From the perspective of the unemployed minority group member, New Careers differs from the usual preservice training program because it provides the job first and then the training. Where the use of the training and the avenue to advancement are clearly defined, the trainee's motivation tends to be high. In addition, the New Careers job is at the subprofessional level, and the training is at the community college level. Thus, the minority group member is not hustled into a low prestige, manual job, which develops skills increasingly less needed in a technical society.

The New Careers approach is especially appropriate for Alaska since Alaska suffers from severe shortages of professionals in the service occupations and in rural areas of the state, where professionals often prefer not to work. Alaska Native subprofessionals could replace or supplement scarce professionals in the service professions especially in rural areas. With their understanding of members of their own culture, Native subprofessionals might provide better service than the typical professional. In addition, the New Careers approach could raise the educational level of Alaska Native adults and thereby probably influence the educational achievement of their children.

In view of the potential of New Careers for Alaska, the state's New Careers program is disappointingly small.<sup>17</sup> Two New Careers programs are in operation at the state level. According to preliminary reports, both are very successful. As of late fall of 1969, in contrast to the heavy drop-out rate in most preservice training programs, no New Careers trainee had yet dropped out.<sup>18</sup>

The first New Careers program was sponsored by the Department of Labor, under agreement with the U.S. Department of Labor. However, only twenty-five positions were funded. Fifteen of those positions were filled by Teacher Aides in the state operated schools. The program contained a career ladder whereby a Teaching Aide may advance through intermediate steps to become a full professional. Alaska Methodist University provided

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<sup>17</sup> The federal government in Alaska is sponsoring a large New Careers program to train Alaska Natives as Community Health Aides. A total of 200 aides will be trained.

<sup>18</sup> Interview with Penny Echols, New Careers Program, Anchorage, Fall 1969. Questionnaire return, Charles Larson, Acting Director, Rural Area Social Sciences Project, Fall 1969.

correspondence courses that enable New Careerists who lack a high school diploma to receive an Associate of Arts degree in Childhood Education. The remaining positions were filled by Probation Parole Aides in the Department of Health and Welfare, Speech Audiology Aides in the Department of Health and Welfare, Project Service Aide, Seward Skills Center, and a Mental Health Aide, Alaska Psychiatric Institute.

Another successful New Careers program is being administered by Alaska's Division of Welfare. The Rural Areas Social Services Project is training 19 Alaska Natives as Welfare Workers. The Division hopes that "the whole welfare administration eventually might be handled by Native people."<sup>19</sup> By providing educational leave time to study at the Anchorage Community College, the project enables trainees to attain the position of Associate Social Worker.

Two major constraints limit the expansion of the New Careers program. The first is inadequate funds. Currently, the federal government is funding Alaska's small New Careers program during the initial stages. Other sources not directly tied to New Careers, but for subprofessional public service positions may be available to Alaska. In 1970, Congress appropriated some limited funds for the Public Service Careers Program, which is designed specifically to secure permanent employment for the disadvantaged in the public service, while simultaneously stimulating the advancement of current employees.<sup>20</sup> In addition, a number of

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<sup>19</sup> Ibid. Larson 1969.

<sup>20</sup> The Public Service Careers Program is summarized in Appendix D. The City of Anchorage is currently implementing a public service careers program funded by the Manpower Administration, U.S. Department of Labor.

federally funded programs, primarily designed for other purposes, can contain a New Careers component.<sup>21</sup> In essence, any program which provides funds for training professional and technical personnel can include New Careers.

The State of Alaska is now in a position to finance a large scale New Careers program in Alaska. The success of the state's Teacher Aide and Social Services Aide programs, the federal government's Community Health Aide Program, and national New Careers programs have demonstrated the feasibility of this approach. New Careers should be identified as a top priority social program for Alaska.

The second constraint preventing the expansion of the New Careers approach is a less tangible but perhaps more powerful one—a conscious and unconscious fear in the minds of some government personnel who may have worked their way through the current system at great personal sacrifice. These persons tend to place great value on the possession of formal credentials and to equate credentials with the qualities necessary for excellent performance. Often, public officials voice the fear that hiring New Careerists will “lower our standards at the same time we are being told nationally to raise them.”<sup>22</sup> Accepting people with less formal education appears to lower the prestige of the agency, and thereby the prestige of their own position. Perhaps most importantly, it seems to minimize the importance of the formal credentials that they themselves may have acquired at great personal cost. In addition, New Careerists appear to present a new source of competition and to alter comfortable role

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<sup>21</sup>See Richard J. Gould, “Guide to Finding New Careers Programs,” New Careers Development Center, Room 238, 239 Green Street, New York, N.Y.

<sup>22</sup>Interview with Police Officer, Anchorage, November 1969.

relationships, where the professional and the Alaska Native are on different sides of the desk.

Bureaucratic resistance is difficult to overcome. One approach may be to build upward mobility for present employees into New Careers programs. Another is to obtain more flexible and professionally secure persons in the public service.

### Intergovernmental Personnel Sharing

Where professionals are in short supply, their special talents could be shared by a number of employers. Personnel sharing programs would especially benefit small or isolated local governments in Alaska. Such communities find it hard to attract competent professionals because of their small size, remoteness, and lack of adequate housing or cultural activities. As one respondent summarized:

Our problem is isolation. The better qualified people would rather stay in larger communities where there are more people and cultural activities. We, therefore, pay good wages to get people who are not as qualified, but who are willing to stay in rainy climates.

In addition, such small communities frequently do not need a full time professional and frequently use his scarce skills for lower level tasks. Not only does this procedure waste a scarce resource, but also it leads to high turnover. The bored professional may seek employment elsewhere.

Highly qualified professionals might not be eager to spend many years in a small, isolated community, but they might enjoy employment for shorter periods of time, especially if return to a larger community were structured into the personnel exchange program. The University of Alaska students surveyed, for example, preferred to work in Anchorage or Fairbanks.

(See Table 11.)

TABLE 10  
Locality Employment Preferences of University of Alaska Students

Q. If you were to work in Alaska, where would you prefer to work?

Anchorage	43%
Fairbanks	32
Rural Area	14
Town	7
Juneau	4

Percentages may not add up to 100 per cent due to rounding.  
SOURCE: Questionnaire survey, Institute of Social, Economic and Government Research, 1969.

A surprisingly large proportion of students were interested in working in a town or rural area of Alaska, especially for a short period of time.

TABLE 11  
Locality by Length of Time of Employment Preferences of University of Alaska Students

Q. Would you consider spending a major portion of your career in a town or rural area in Alaska?	Q. Would you consider spending a year or two working in a town or rural area in Alaska?
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Yes, definitely	14%	46%
Yes, probably	32	36
Not sure	29	18
No	25	0

Percentages may not add up to 100 per cent due to rounding.  
SOURCE: Questionnaire survey, Institute of Social, Economic and Government Research, 1969.

Personnel exchange programs, where professionals are loaned to small communities for short periods of time, might greatly ease their manpower problems. The Part-Time City Manager Program, which is to be implemented by the Local Affairs Agency, exemplifies such an approach. Under this plan, an agency staff person who is experienced in municipal management will be available to different communities on a part-time basis. A similar plan might be used for other types of professional positions.

Another possibility is to adopt legislation that would enable interchange between state and local governments in Alaska and the University of Alaska as well. The Council of State Governments has developed a model State Employee Interchange Act (see Appendix E), already adopted by a number of states, which might serve as a model for Alaska.

Such personnel exchange policies between different Alaska governments and the University of Alaska would have benefits in addition to relieving manpower shortages. Government employees, for example, might become more aware of different methods and of the impact of one agency's programs on those of another. University faculty could infuse current scholarship into government operations and bring to their students more awareness of public problems.

## CONCLUSION

Investment in the Alaska public service is becoming increasingly critical as oil revenues expand the possibilities for government programs. Without imaginative and competent personnel in the public service, oil revenues may be wasted. Worse, poorly designed and implemented social programs themselves may create new and more serious social problems. Initial investment in the public service will bring high returns by providing the capacity to make the soundest investment in other areas.

Alaska state and local government is presently suffering critical shortages of personnel in many service occupations, especially in rural areas of the state. With a rapidly expanding population, the increased labor demands of the oil industry and related developments, and the higher expectations for government service stimulated by oil revenues, such manpower shortages will become even more severe. By training Alaska Natives for subprofessional public service positions, especially in rural areas, Alaska government can meet its responsibility to reduce unemployment while alleviating its own manpower needs.

The State of Alaska is struggling to reduce unemployment by enticing high-wage, labor-intensive industry to the state, even when such economic development may threaten other valued social goals such as protection of the environment. And yet, government is in itself the high-wage, labor-intensive, non-seasonal, and expanding industry that the state needs.

## APPENDIX A

### METHODOLOGY

Table I	Community Service Manpower Needs Questionnaire (1)
Table II	Categories of Persons Interviewed
Table III	College Student Questionnaire

TABLE I.

## Community Service Manpower Needs Questionnaire (1)

The purpose of this questionnaire is to determine your personnel needs now and in the next few years. The first category (General Personnel Needs) covers types of personnel required by a number of different departments. The remaining categories cover personnel which perform specialized services for a department.

If you do not employ anyone in an occupational category, leave that line blank.

Please use the following code in completing this questionnaire.

PRESENT DIFFICULTY OF  
FILLING POSITION

- 1 indicates that this position is VERY DIFFICULT to fill.
- 2 indicates that this position is DIFFICULT to fill.
- 3 indicates that this position is NOT VERY DIFFICULT to fill.

## RECRUITING FROM ALASKA

- 1 indicates that you CANNOT FILL this position by recruiting from Alaska.
- 2 indicates that you CAN FILL this position by recruiting from Alaska but this is DIFFICULT.
- 3 indicates that you CAN EASILY FILL this position by recruiting from Alaska.

## PRESENT NEED

- 1 indicates that you have PRESSING NEEDS for this type of personnel.
- 2 indicates that you have MODERATE NEEDS for this type of personnel.
- 3 indicates that you have LITTLE NEED for this type of personnel.

## FUTURE NEEDS

- 1 indicates that you expect to have PRESSING NEEDS for this type of personnel over the next five years.
- 2 indicates that you expect to have MODERATE NEEDS for this type of personnel over the next five years.
- 3 indicates that you expect to have LITTLE NEED for this type of personnel over the next five years.

TABLE I. (cont.)

	Present Difficulty of Filling Position	Recruitment From Alaska	Present Need	Future Need
JOB OR FUNCTION	1 very difficult 2 difficult 3 not very diff.	1 cannot 2 can but diff. 3 can easily	1 pressing 2 moderate 3 little	1 pressing 2 moderate 3 little

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TABLE 1. (cont.)

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Community Service Manpower Needs Questionnaire (1)

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1. What problems do you have in recruiting and holding the personnel you need?
2. What could be done to reduce these problems?
3. Within Alaska, there have been many occupational training programs, for example, the one sponsored by the State Department of Labor to train secretaries, practical nurses, and diesel mechanics. In the last two years, have you fired employees from any of these programs? If so, please list these employees and tell briefly how well the program has trained the employee for his job.
4. In the last two years, have any of your employees participated in programs (such as those given from time to time at the State Trooper's Academy in Sitka) whose purpose is to upgrade their skills? If so, please list each program, telling who ran it and how good it seemed to be.
5. What kinds of training programs could be established to help meet your personnel needs over the next five years?

TABLE II.

Categories of Persons Interviewed

City Officials and Employees	9
State Officials and Employees	18
Faculty and Administration Staff of Colleges and Other Educational Institutions	21
Professional Personnel in Private Concerns	14
Other (Students, Bureau of Indian Affairs, State Commission on Human Rights, etc.)	12
Total	74

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TABLE III.

College Student Questionnaire

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Please place a check in the blank that applies ( ) or fill in the blank where there is a broad line \_\_\_\_\_.

1. What city and state are you from? \_\_\_\_\_

2. What career do you plan to enter (for example, accountant)? \_\_\_\_\_

3. What is your year in school?

- \_\_\_\_\_ 1. Freshman
- \_\_\_\_\_ 2. Sophomore
- \_\_\_\_\_ 3. Junior
- \_\_\_\_\_ 4. Senior
- \_\_\_\_\_ 5. Graduate student

4. What is your major field?

If you are an UNDERGRADUATE

- \_\_\_\_\_ 1. Office Administration
- \_\_\_\_\_ 2. Business Administration
- \_\_\_\_\_ 3. Biology (Fisheries)
- \_\_\_\_\_ 4. Engineering
- \_\_\_\_\_ 5. Biological Sciences
- \_\_\_\_\_ 6. Medical Technology
- \_\_\_\_\_ 7. Wildlife Management
- \_\_\_\_\_ 8. Other \_\_\_\_\_

If you are a GRADUATE STUDENT, PLEASE SPECIFY YOUR MAJOR FIELD

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5. Are you a

- \_\_\_\_\_ 1. Male
- \_\_\_\_\_ 2. Female

6. What was your OVERALL grade point average last semester?

- \_\_\_\_\_ 1. A
  - \_\_\_\_\_ 2. A- to B+
  - \_\_\_\_\_ 3. B
  - \_\_\_\_\_ 4. B- to C+
  - \_\_\_\_\_ 5. C
  - \_\_\_\_\_ 6. Below C
-

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TABLE III. (cont.)

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7. What was your MAJOR FIELD grade point average last semester?
- ☐ 1. A
  - ☐ 2. A- to B+
  - ☐ 3. B
  - ☐ 4. B- to C+
  - ☐ 5. C
  - ☐ 6. Below C
8. Are you an
- ☐ 1. Alaskan Eskimo or ~~Indian~~
  - ☐ 2. Negro
  - ☐ 3. White
  - ☐ 4. Other \_\_\_\_\_
9. How long have you been in Alaska?
- ☐ 1. All of my life
  - ☐ 2. Over 5 years
  - ☐ 3. 3-5 years
  - ☐ 4. 1-3 years
  - ☐ 5. Less than a year
10. Do you intend to remain in Alaska to follow your career?
- ☐ 1. Yes, definitely
  - ☐ 2. Yes, probably
  - ☐ 3. Not sure
  - ☐ 4. No. If your answer is "no" skip questions 11-13.
11. If you were to work in Alaska, where would you prefer to work?
- ☐ 1. Juneau
  - ☐ 2. Fairbanks
  - ☐ 3. Anchorage
  - ☐ 4. Town (e.g., Valdez)
  - ☐ 5. Rural area (town of below 1,500 population)
12. Would you consider spending a major portion of your career in a town or rural area in Alaska?
- ☐ 1. Yes, definitely
  - ☐ 2. Yes, probably
  - ☐ 3. Not sure
  - ☐ 4. No
13. Would you consider spending a year or two working in a town or rural area in Alaska?
- ☐ 1. Yes, definitely
  - ☐ 2. Yes, probably
  - ☐ 3. Not sure
  - ☐ 4. No
-

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TABLE III. (cont.)

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In this section, please rank the following items from 1 to 7. In case of ties, use the same rank on both items.

Example: What type of food do you prefer.

- \_\_\_\_\_ Hot dogs
- \_\_\_\_\_ Hamburgers
- \_\_\_\_\_ Apples
- \_\_\_\_\_ Chocolate cake
- \_\_\_\_\_ Peanut butter
- \_\_\_\_\_ Clam chowder
- \_\_\_\_\_ Beef

14. All things considered, for what type of employer would you prefer to work? (rank the following from 1 to 7)

- \_\_\_\_\_ Large private company
- \_\_\_\_\_ University or college
- \_\_\_\_\_ State government
- \_\_\_\_\_ Business for myself
- \_\_\_\_\_ Local government
- \_\_\_\_\_ Small private company
- \_\_\_\_\_ Federal government

15. Where do you think a person like yourself has the best chance to get ahead? (rank the following from 1 to 7)

- \_\_\_\_\_ Large private company
- \_\_\_\_\_ University or college
- \_\_\_\_\_ State government
- \_\_\_\_\_ Business for myself
- \_\_\_\_\_ Local government
- \_\_\_\_\_ Small private company
- \_\_\_\_\_ Federal government

16. Where do you think that work in your field is most interesting? (rank the following from 1 to 7)

- \_\_\_\_\_ Large private company
  - \_\_\_\_\_ University or college
  - \_\_\_\_\_ State government
  - \_\_\_\_\_ Business for myself
  - \_\_\_\_\_ Local government
  - \_\_\_\_\_ Small private company
  - \_\_\_\_\_ Federal government
-

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TABLE III. (cont.)

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17. Where do you think that salaries in your field are generally higher?  
(rank the following from 1 to 7)

\_\_\_\_\_ Large private company  
\_\_\_\_\_ University or college  
\_\_\_\_\_ State government  
\_\_\_\_\_ Business for myself  
\_\_\_\_\_ Local government  
\_\_\_\_\_ Small private company  
\_\_\_\_\_ Federal government

18. Where do you think that a person like yourself has the greatest opportunity to contribute to the welfare of others? (rank the following from 1 to 7)

\_\_\_\_\_ Large private company  
\_\_\_\_\_ University or college  
\_\_\_\_\_ State government  
\_\_\_\_\_ Business for myself  
\_\_\_\_\_ Local government  
\_\_\_\_\_ Small private company  
\_\_\_\_\_ Federal government

19. Where do you think that a person like yourself has the best chance to take a great deal of responsibility? (rank the following from 1 to 7)

\_\_\_\_\_ Large private company  
\_\_\_\_\_ University or college  
\_\_\_\_\_ State government  
\_\_\_\_\_ Business for myself  
\_\_\_\_\_ Local government  
\_\_\_\_\_ Small private company  
\_\_\_\_\_ Federal government

20. Where do you think that work in your field offers the greatest job security? (rank the following from 1 to 7)

\_\_\_\_\_ Large private company  
\_\_\_\_\_ University or college  
\_\_\_\_\_ State government  
\_\_\_\_\_ Business for myself  
\_\_\_\_\_ Local government  
\_\_\_\_\_ Small private company  
\_\_\_\_\_ Federal government

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TABLE III. (cont.)

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21. Where do you think that work in your field offers the greatest prestige?  
(rank the following from 1 to 7)

- \_\_\_\_\_ Large private company
- \_\_\_\_\_ University or college
- \_\_\_\_\_ State government
- \_\_\_\_\_ Business for myself
- \_\_\_\_\_ Local government
- \_\_\_\_\_ Small private company
- \_\_\_\_\_ Federal government

22. Where do you think that a person in your field has the best chance to be REALLY SUCCESSFUL? (rank the following from 1 to 7)

- \_\_\_\_\_ Large private company
- \_\_\_\_\_ University or college
- \_\_\_\_\_ State government
- \_\_\_\_\_ Business for myself
- \_\_\_\_\_ Local government
- \_\_\_\_\_ Small private company
- \_\_\_\_\_ Federal government

In the following group of questions, please check the appropriate blank.

23. In choosing your employer, how important to you is salary?

- \_\_\_\_\_ 1. Very important
- \_\_\_\_\_ 2. Somewhat important
- \_\_\_\_\_ 3. Not too important
- \_\_\_\_\_ 4. Not important at all

24. In choosing your employer, how important to you is the chance to get ahead?

- \_\_\_\_\_ 1. Very important
- \_\_\_\_\_ 2. Somewhat important
- \_\_\_\_\_ 3. Not too important
- \_\_\_\_\_ 4. Not important at all

25. In choosing your employer, how important to you is prestige?

- \_\_\_\_\_ 1. Very important
  - \_\_\_\_\_ 2. Somewhat important
  - \_\_\_\_\_ 3. Not too important
  - \_\_\_\_\_ 4. Not important at all
-

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TABLE III. (cont.)

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26. In choosing your employer, how important to you is the chance to do interesting work?
- \_\_\_\_\_ 1. Very important
  - \_\_\_\_\_ 2. Somewhat important
  - \_\_\_\_\_ 3. Not too important
  - \_\_\_\_\_ 4. Not important at all
27. In choosing your employer, how important to you is the chance to take on a great deal of responsibility?
- \_\_\_\_\_ 1. Very Important
  - \_\_\_\_\_ 2. Somewhat important
  - \_\_\_\_\_ 3. Not too important
  - \_\_\_\_\_ 4. Not important at all
28. In choosing your employer, how important to you is the chance to be secure in your job?
- \_\_\_\_\_ 1. Very important
  - \_\_\_\_\_ 2. Somewhat important
  - \_\_\_\_\_ 3. Not too important
  - \_\_\_\_\_ 4. Not important at all
29. In choosing your employer how important to you is the opportunity to contribute to the welfare of others?
- \_\_\_\_\_ 1. Very important
  - \_\_\_\_\_ 2. Somewhat important
  - \_\_\_\_\_ 3. Not too important
  - \_\_\_\_\_ 4. Not important at all
30. Does a member of your immediate family or a close friend work for state or local government?
- \_\_\_\_\_ 1. Yes, in Alaska
  - \_\_\_\_\_ 2. Yes, outside Alaska
  - \_\_\_\_\_ 3. No
31. If your answer is "yes," do you think he would recommend a career for you in state or local government in that state? (Omit this question if your answer is "no")
- \_\_\_\_\_ 1. Yes, definitely
  - \_\_\_\_\_ 2. Yes, probably
  - \_\_\_\_\_ 3. Don't know
  - \_\_\_\_\_ 4. Probably no
  - \_\_\_\_\_ 5. Definitely not
-

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TABLE III. (cont.)

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32. Have you worked during the summer or the school year for an Alaskan state or local government agency?

- \_\_\_\_\_ 1. Yes  
\_\_\_\_\_ 2. No

33. Have you seen recruitment literature from an Alaskan state or local government agency?

- \_\_\_\_\_ 1. Yes  
\_\_\_\_\_ 2. No

34. Have you seen recruitment literature from other employers?

- \_\_\_\_\_ 1. Yes  
\_\_\_\_\_ 2. No

35. Has a recruiter from an Alaskan state or local government agency spoken to you personally or in a group about the possibility of working in this type of employment?

- \_\_\_\_\_ 1. Yes  
\_\_\_\_\_ 2. No

36. Has a recruiter from other employers spoken to you personally or in a group about the possibility of working for them?

- \_\_\_\_\_ 1. Yes  
\_\_\_\_\_ 2. No

Use the rest of this page to write any comments about the attractiveness of state and local government employment in Alaska.

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